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Study undertaken by 10 contiguous public school districts in the Kansas City metropolitan area to study the need for future post-high school education. The past, present, and projected characteristics of the Kansas City area (including institutions of higher education presently in the area) are discussed as background for determining the need and appropriate objectives of an area junior college program. In addition, the legal bases, finance, and organization of a community junior college district are reviewed in this survey.

The Survey Director is associated with the Center for the Study of Higher Education at the University of Michigan.

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CITIZENS' SURVEY
OF
KANSAS CITY METROPOLITAN AREA
JUNIOR COLLEGE DISTRICT POSSIBILITIES

A STUDY CONCERNED WITH EQUALIZING POST-HIGH SCHOOL EDUCATIONAL OPPORTUNITIES

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education

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November, 1962

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CITIZENS' SURVEY

OF

KANSAS CITY METROPOLITAN AREA

JUNIOR COLLEGE DISTRICT POSSIBILITIES

A Study Concerned With Equalizing
Post - High School Educational Opportunities

November, 1962

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ACKNOWLEDGEMENT

Pursuant to enabling legislation enacted by the 71st General Assembly of the State of Missouri authorizing any two or more contiguous public school districts to organize an area junior college district, discussion of the possibilities for such action occurred within and among various Kansas City Metropolitan Area school boards. School boards and administrative officials of ten contiguous public school districts agreed, in the interest and welfare of Kansas City area youth and adults, to cooperate in the conduct of a study designed to reveal factual information on the future needs for junior college level education in the area, financial and legal resources and bases, and alternative possibilities for organizing to provide for meeting the needs.

Officials of the respective boards of education decided to form a Citizens' Advisory Survey Committee for the purpose of conducting an impartial, objective, fact-finding study of factors relevant to possibilities of organizing an area junior college district. Consequently, each of ten boards of education selected three citizens each to serve on the area study committee. Dr. Raymond J. Young, Community and Junior College Consultant, Center for the Study of Higher Education, University of Michigan, Ann Arbor, Michigan, was invited to direct the survey, and Mr. Jack Sigler, Community Studies, Inc., Kansas City, Missouri, was released on a part-time basis to act as Survey Field Director.

Acknowledgement is made and appreciation hereby expressed to members of the sub-committees on "History, Growth, Trends and Characteristics" and on "Program and Objectives" who collected much of the information contained in the first two chapters of this report. Credit is given to members of these committees who prepared large portions of those chapters in tentative form. All data appearing in Chapter III on Legal Bases, Finance, and Organization were collected and prepared by the Survey Director and the Field Director. Full responsibility for the authenticity and accuracy of these data are assumed by the Directors. This section of the report was received, reviewed, and accepted by a large majority of this sub-committee as the consensus of the committee and recommended as such to the entire Citizens' Advisory Survey Committee.

The summary of findings, conclusions, and recommendations appearing in Chapter IV were prepared in tentative form by the Directors for consideration by the entire Citizens' Advisory Survey Committee. After study, deliberation, and consideration, the report in its present form in accordance with formal action by a majority of the entire Citizens' Advisory Survey Committee is transmitted as their report to the respective boards of education for such action as they may deem appropriate.

Gratitude and appreciation are hereby expressed to the many persons who, when contacted for information relevant to the survey, gave generously of their time and assistance. Finally, to each citizen who gave of his time and effort in fostering the successful progress of the study, much credit is due along with the appreciation and gratitude of all concerned.

Raymond J. Young
Survey Director

Jack E. Sigler
Survey Field Director

PREFACE

For thousands of young people now in high school and in the upper grades of elementary schools in the Kansas City area, the years immediately ahead are critical ones. Yet their destiny, like that of their counterparts (numbering millions) in the Nation, is not within their own power to decide. Whether or not these young persons will have the chance they deserve to grow in personal and social competence depends on the actions of other persons — the adult citizens on whose support rests the expansion and strengthening of educational programs.

Positive and prompt action is called for in the Kansas City area, as elsewhere in the Nation, to keep open doors of educational opportunity above the high school level. If no action is taken, if it is slow forthcoming, or negative in outlook, the talents and skills of many individuals will be denied to the society of the area, the State and the Nation.

Area or regional 2-year community colleges in urban-suburban centers of population, such as Kansas City, are becoming increasingly recognized as means for providing a comprehensive program of post-high school education. These institutions, when founded and maintained on a broad economic base and on sound, objective information, are both educationally effective and financially economical. This is true both for the students who attend and the constituency that supports the 2-year institutions.

This report of a survey provides an objective basis for educational planning and action in the Kansas City area. The survey used study techniques and presents information that has proved of value in helping the citizens of many other areas to arrive at a meaningful decision on the type and scope of post-high school education that is to be provided in their locality.

The estimates of demand for an area junior college, as reflected in the projections of potential enrollment presented in the report, are, if anything, low. As is customary in making studies of this kind, the citizens, staff, and consultants who participated in it leaned toward conservative assumptions as they looked to what the next decade might bring. If the basic notion of the report that a strong public commitment to supporting a comprehensive and accessible post-high school program is accepted, the enrollments that actually develop will in all probability exceed the high projections in the report.

Citizens' committees, professional educators, and analysts of community development in preparing a report like this one can only propose action. Disposition of the recommendations is the proper prerogative of the people of the area concerned and of their elected representatives on the local board of education. On these rest responsibility now for action in the best interest of their community — the Kansas City metropolitan area.

December 5, 1962

S. V. Martorana, Chief
State and Regional Organization
U.S. Office of Education

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CHAPTER I

HISTORY, GROWTH, CHARACTERISTICS, AND TRENDS OF THE KANSAS CITY METROPOLITAN AREA

Introduction

Communities and metropolitan areas are similar in many respects to living organisms, with which most people are familiar. Like living forms of life, they come into existence. They grow, they change, they wither, they die. A community may be healthy, prosperous, expanding, and improving itself, or it may become sick, deteriorated, and sterile. It may be attentive to its needs and care for them, or it may neglect its welfare and become less than it could otherwise. The condition of a community is reflected, in part, through its institutions and economic life. A community, like an individual, at any given time is part of all it has ever been in the past. Speculations upon what the condition of an area is likely to be in the future, barring unforeseen circumstances, catastrophies, or windfalls, can best be made when there is understanding about its life history and present status of conditions. Such an understanding involves a consideration of many complex interrelationships among elements of community life.

As part of the total survey, citizens from each of the several school districts included in the proposed area junior college district investigated the background of development, some of the present characteristics, and

trends. Members of the Sub-committee on History, Growth, Trends, and Characteristics have met with school and public officials, community leaders, and others to ascertain the long-range trends in the growth and other characteristics of the population. In addition, historical and background information has been collected to reveal characteristics of the Kansas City Metropolitan Area and its interest in education.

Economic Background

Metropolitan Kansas City is fortunate in that it has many building blocks in its economic foundation. In addition to transportation and the processing of agricultural products, the economic structure includes diversified manufacturing, warehousing and wholesaling, medical centers, and various regional and national headquarters units. It is a financial center which includes the headquarters for the 10th Federal Reserve District. Such diversification contributes to greater overall stability in times of fluctuation in any one financial segment. While most of the industry and warehousing is concentrated in Kansas City, there is an increasingly noticeable trend toward dispersion of these units throughout the suburban areas.

Practically all (or 91 percent) of the employed people in the greater Kansas City area, and particularly in the proposed junior college district, are employed somewhere within the metropolitan area. About 73 percent work in Kansas City itself. Naturally, almost all of the employed are wage and salary workers (80.8 percent). Only 10.3 percent are governmental workers, and 8.3 percent are self employed. The remaining

.6 percent are unpaid family workers.

Almost 30 percent of the workers are employed in manufacturing and construction types of work. The second largest occupational category in which 23.3 percent of the people are employed are those of the commercial activities — wholesale and retail. Health, education, and other professional persons constitute 16.4 percent of those employed in the greater Kansas City area, while transportation and communication account for 10.8 percent. Relatively few of the workers in the area are engaged in providing personal services.

Between 1950 and 1960, total employment rose 6.9 percent for the men and 25.5 percent for the women. The work force in the Kansas City area in January, 1962, totaled 457,900 persons — still somewhat below the peak employment period in 1954. Residential dwelling construction in 1961 lagged considerably behind the ten year average. Only 6,547 dwelling units were completed during 1961; the average for the previous ten years had been 9,289. However, heavy construction continues at a record pace. Major highways, office buildings, and hotels are under construction or scheduled to be started in the near future. Kansas City ranks second only to Detroit in the assembly of trucks and automobiles; every seventh woman in America wears a Kansas City-made coat or suit; and, it is one of the world's largest distribution centers for farm equipment and farm products.

Background and Development of Education

The people of the Kansas City Metropolitan Area have long been concerned with the education of their youth. As was the general practice throughout the nation in the late 1800's, education was, of necessity, considered to be the primary responsibility of each local community, and each little community proudly made sure that they had at least a common (elementary) school. In most cases, these school districts were founded before the importance of, or the need for, high school education was generally recognized. As the development of the area progressed, the need for further education became apparent to many. The first high school of record (Highland Academy) was established in the "Waldo" area in 1845 — the first public high school in Kansas City in 1869. By 1873 high schools had been established in Kansas City, Independence, Westport, Lee's Summit, and Lone Jack. Accepting the challenge and the responsibility for properly educating their young people, districts not conducting high schools of their own sent their students to neighboring high schools on a tuition basis. Developments in transportation, and the increasing need for a more extensive educational experience, made the reorganization of the common school districts into larger units more efficient both economically and educationally.

At an election held in 1902, the following districts were consolidated: Rockford, Hickman, Holmes Park School, and Union Point School. The new district became Consolidated School District #1, Hickman Mills, and was the first Consolidated School District in the State of Missouri. On

April 9, 1914, the following districts were consolidated: Grandview, High Grove, Maple Ridge, and Mastin. This new district became Consolidated School District #4, Grandview. Consolidation and reorganization has, of course, continued since that time. However, as late as 1949 there were still eighty-four school districts in Jackson County alone.

Today, with the annexation, consolidation, and reorganization in Jackson County, there are fourteen districts — only two of which are the original small elementary or common districts. These are Courtney and Pleasant Valley. Although the number of school districts has rapidly decreased in Jackson County during the past 15 years, the enrollments in these school districts have rapidly increased — more than 900 percent in some cases.

The present Kansas City Junior College was founded in 1915 as the Kansas City Polytechnic Institute. The name was changed in 1919 to its present form, and for 27 years the College occupied a building in downtown Kansas City at 11th and Locust Streets. In 1942, the Kansas City Board of Education transferred this institution to its present location at 3845 McGee.

Cultural Facilities

There are many points of interest and opportunities for cultural advancement in the metropolitan Kansas City area. Among them are the Liberty Memorial, a memorial to the dead of World War I; and the William Rockhill Nelson Gallery of Art and Mary Atkins Museum of Fine

Arts. The Kansas City Philharmonic Orchestra, the Truman Library, the Linda Hall Library, Starlight Theatre, and Lyric Theatre add cultural advantages. Swope Park and Zoo and several area museums and historical sites among which the Kansas City Museum is one; Ft. Osage; several institutions of higher learning; and many visiting attractions at the Municipal Auditorium and other places may be included.

Population Characteristics

The characteristics of the population have shown considerable change in the last ten years. The following sections deal with a number of these characteristics based on the 1960 Census of Population.

Race. Race in the Kansas City Metropolitan Area generally refers to the white and Negro races only. The "other-non-white" races (mostly Indian and Japanese) account for only .2 percent of the total metropolitan population. This ratio is about the same for the proposed junior college district. Almost two-thirds of the area's other-non-white population reside in the proposed district.

About one-fifth of the State's Negro population live in the Kansas City Metropolitan Area (Platte, Clay, Jackson, Cass counties). The ratio of about one Negro for every ten persons is virtually unchanged since 1950. This does not mean that the Negro has not increased in numbers. Kansas City Metropolitan Area Negroes residing in Missouri have increased some 47 percent since 1950. The rate of growth was even faster in Jackson County, particularly Kansas City. In Kansas City proper (in Jackson County)

almost two out of every ten persons are Negro. It has been estimated that at least 30 percent of the population in the Kansas City school district is Negro. Almost three-fourths of the Kansas City Metropolitan Area Negroes live in the proposed junior college district, and almost all of these reside in the Kansas City school district.

National Origin. The Kansas City Metropolitan Area, unlike many other metropolitan areas, has very few foreign born residents. Only about 2 percent of the people were born in a foreign country; 7 percent were born to foreign or mixed parents. The nationality of the founding fathers of the area was principally French, German and Belgium. While the presence of these education-minded (particularly the German) people early directed the attention of the city toward the importance of education, there is today little that can be attributed to nationality influence.

Age. Since 1950, the location of the population in Kansas City has shifted considerably. While comparable 1950-1960 data are scant, enough are available to see that the real core of the city (from the Plaza north to the river and from Troost to State Line in Kansas City, Missouri, and the eastern side of Kansas City, Kansas) has lost part of its population. This is particularly true of that portion of the population under 20 years old. In the suburban sections of the metropolitan area the children constitute a considerably greater percentage of the total population than they do in the core areas of the city. The concentration of children under 5 years of age is quite low in the core area north of the Plaza district and in the "Country Club" district south of the Plaza.

In the school-age portion of the population, including those from 5 through 14 years of age, the unequal distribution of the ratio of children to the total population is even more obvious. The increased concentration of school-age children in the suburban areas, representing more than one in every five residents, is in rather sharp contrast to the core areas of the city where the ratio is less than one-half that of the suburbs.

Teenagers between the ages of 15 and 19 years old do not show the typical suburbanization pattern. There is little variability in the proportion of youth of this age group in the population regardless of the location within the tracted areas of Kansas City. The lack of the usual suburbanization distributional pattern is probably temporary — brought about by increases in areas formerly low in the proportion of the population of this age and decreases in areas previously containing higher proportions.

Young adults, 20 to 24 years old, have a tendency to concentrate in the core area of the city — particularly in the rooming house and apartment areas directly north of the Plaza district. The suburban sections of the metropolitan area contain relatively few of this age. As would be expected, there is a strong correlation between the distribution of these young people who are just starting their occupational careers and the distribution of the median family income by census tracts.

The percent of the population 65 years old and over is highest in the core area of Kansas City, Missouri, and Kansas City, Kansas. The area of high "retirement age" ratios extends south from the Plaza district through the Country Club district to Bannister Road on the south.

Independence is also an area with high percentages of those over 65 years old. The suburban areas have much lower proportions of this age group.

Marital Status and Households. In the area represented by the proposed junior college district, the majority of persons over 14 years of age are married. In 1960, slightly more than three out of four men above age 14 were married; for women the ratio was slightly higher — approximately 78 percent.

The number of households in the Kansas City Metropolitan Area has increased considerably since 1950. The 251,000 households listed by the 1960 Census represents an increase of 25.8 percent over those in 1950. The average number of persons per household is 3.10 in the total metropolitan area. However, it should be noted that size of families is somewhat higher in the suburban sections than it is in the core of the city.

Population Migration

Generally speaking, there are two major forces in operation which guide the direction of migration within the State. First of all there is a strong tendency within the State for those living in relatively less populated areas to move toward areas having greater populations. This movement, generally termed "the urbanization movement," can be seen in the greater increases in population in the counties of the State of Missouri in which major cities are located, and a loss of population in the small rural counties. This migratory influence in Kansas City contributes to the overall increase in the number of residents. The second migratory influence

in operation specifically affects metropolitan areas. This is generally known as "suburbanization." The effects of suburbanization are more than merely the movement of numbers of people out of the central city into the suburbs. It is, in addition, characterized by striking shifts in the characteristics of the population living in the suburban areas. Generally speaking, suburban areas have a much higher concentration of children; higher family incomes; more education; professional, white-collar, or skilled blue-collar occupations; new, better kept, more expensive homes; and lower rates of unemployment.

Educational Attainment

The most convenient single term used to indicate the educational attainment of an area is the median number of school years completed. In the Kansas City Metropolitan Area as a whole the median number of school years completed is 11.9 years or slightly less than high school graduation. The median number of school years completed for the total Jackson County population is 11.6 years, and in that portion of Jackson County outside Kansas City it was approximately 12 years. That portion of Kansas City lying in Clay County has a median number of school years completed of 12.1 years. Thus, it can be seen that slightly more than one-half of the people residing in the greater Kansas City area have less than a high school diploma.

Generally speaking, the level of educational attainment is highest in the suburban sections of the metropolitan area, and it decreases somewhat

toward the center or core area of the city. The people residing in the areas immediately surrounding the downtown shopping area of Kansas City have the lowest median number of school years completed. Post-high school education is more in evidence, as would be expected, in the suburban areas. There is a close correlation between the amount of education completed and levels of income. Related to this is the close correlation between the amount of education and the amount of unemployment. Areas in which the residents have the greatest amount of education are areas having the highest median family income and the lowest incidence of unemployment. Conversely, those areas containing high proportions of the population who have an eighth grade education or less are also areas with relatively low median family incomes and high incidence of unemployment.

Population Growth and School Enrollment Trends

The Missouri portion of the Kansas City Metropolitan Area has experienced an increase in the total population commensurate with the growth of similar metropolitan areas in the midwestern region, especially those of the north-central portion of the United States. The total increase from 1940 to 1960 has been 40.9 percent. The increase from 1950 to 1960 in this Missouri portion of the metropolitan area has been about 23 percent. This is slightly lower than the growth rate of the entire metropolitan area which has grown 28.7 percent since 1950.

One of the indications of growth in an area is the number of seniors

enrolled in school. Dr. Howard Heding of the University of Missouri, in a study of the schools in Jackson County, has made projections for future high school senior class enrollments for the various school districts in Jackson County. These projections are based on school enrollment trends between 1950 and 1960. They may tend to be somewhat conservative inasmuch as much of the suburban growth in the proposed junior college district occurred in the late 1950's. In addition, increases in industry and transportation in the area can bring about population growth or displacement which is difficult if not impossible to predict. However, based on the conservative projections of Heding and for districts outside Jackson County, the number of seniors in the proposed junior college district is expected to increase from the 1961-62 school year total of 5,370 seniors, to 7,700 by the 1965-66 school year (an increase of 42.5 percent), and to a total of 10,600 by 1970-71 (an increase of 97.8 percent) or almost double.

Dr. Heding's projection of the number of high school seniors indicates not only an increase in the total enrollment during the next ten years, but also a sizeable shift in the distribution of the seniors within Jackson County. Based on these projections, the Kansas City school district which now contains 56.1 percent of all the seniors enrolled in the proposed junior college district, while increasing in actual numbers of students, will actually account for a smaller proportion of the total future enrollment. By the 1965-66 school year, the Kansas City school district senior enrollment will represent 43.7 percent of the total proposed area junior college district seniors, and by the 1970-71 school year it will be only about 32

percent. These facts mean that the suburban districts, including the North Kansas City school district, will increase their proportions of the number of seniors from 43.9 percent in the 1961-62 school year to 56.3 percent in 1965-66, and 68.1 percent in 1970-71.

If the assumption is made that the majority of students enter college the year following graduation from high school, the size of the college-age (18-21 years old) population is a good indication of the potential for post-high school education. Based on the "survival rate" from 1950 to 1960 projections of children already born and living in the area indicate that in 1960 the Kansas City Metropolitan Area had approximately 35,000 young people of this age.[1] By 1965 it is expected that the Kansas City area will have almost 44,000 college-age students. Those in this age group are expected to increase to a total of 59,000 in 1970 and to 76,000 in 1975. This represents an increase by 1975 of 119 percent over those living in the Kansas City Metropolitan Area in 1960.

Like the expected shift in the proportion of seniors enrolled in school, the proportion of the college-age population will make a similar shift. In addition, the shift from rural to urban areas can be illustrated by the fact that Kansas City currently has 15 percent of the State's college-age population, St. Louis, 32.2 percent, and the remainder of the State,

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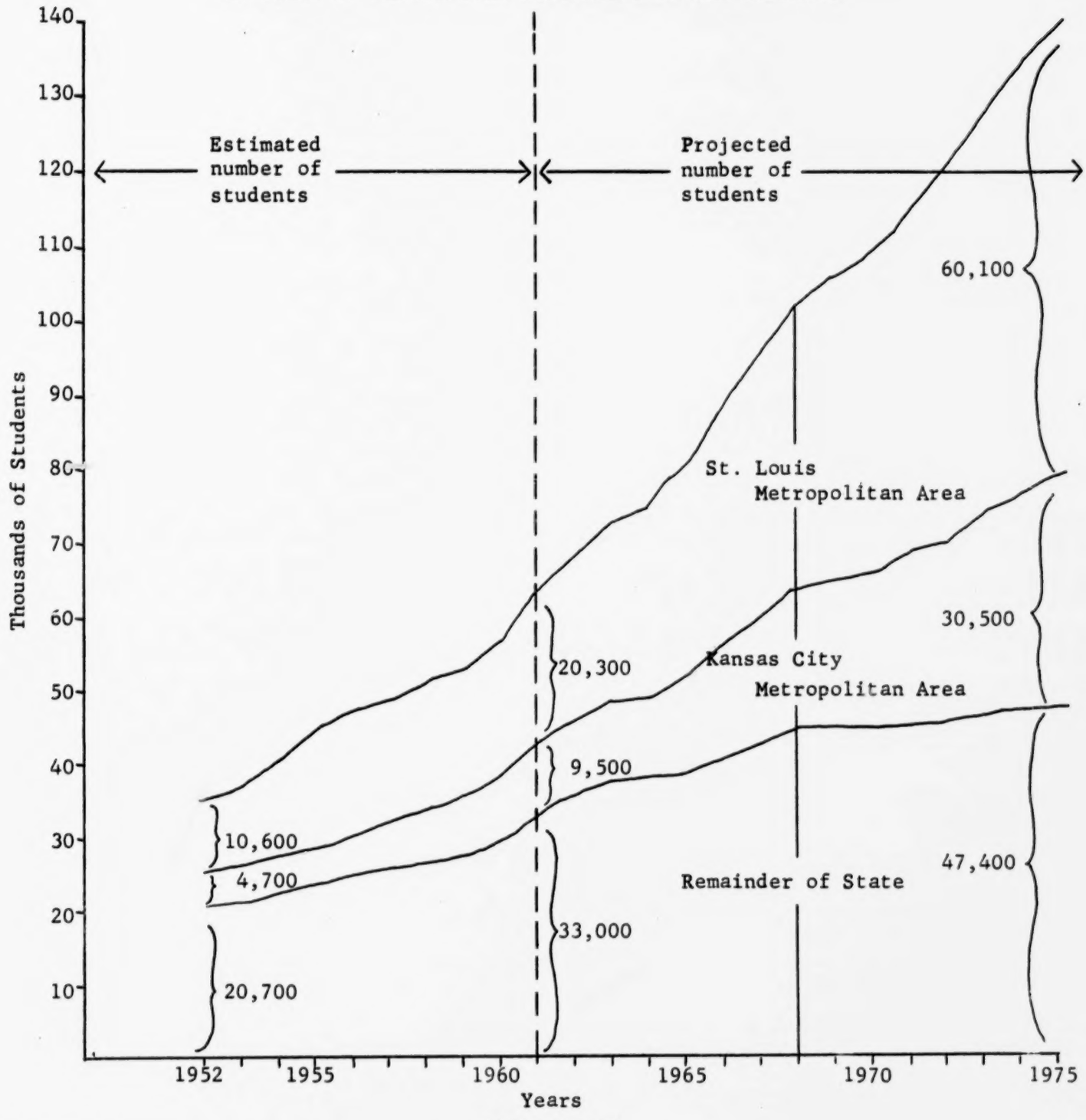
[1] Peterson, Warren and Jack Sigler, "Projections of Full-Time College Students Deriving from the Kansas City Metropolitan Area, The St. Louis Metropolitan Area, and the Rest of the State." October, 1962.

52.8 percent. By 1975, this proportion will shift to 22.1 percent in Kansas City, 43.5 percent in St. Louis, and 34.4 percent of the State's college-age population in those areas outside the two large metropolitan areas.

Another indication of the growth in the number of persons living in the Kansas City Metropolitan Area, and the greater emphasis being placed on education, can be seen in the accompanying graph (page 15) of projected college enrollments. It will be noted that in 1952, 4,700 greater Kansas City (in Missouri) young people were enrolled full-time in accredited colleges and universities in Missouri. By 1960 this figure had doubled with a total of 9,500 students. By 1965, the number of students for the Kansas City area enrolled full-time in accredited colleges and universities in the State of Missouri is expected to reach 13,200. The expected enrollment of Kansas City area residents in these institutions by 1970 will be 144 percent of the actual 1960 enrollment or about 20,700 students. An additional 10,000 Kansas City area students are expected to enroll in these institutions by 1975. This means that from 1960 to 1975 the number of Kansas City residents enrolling full-time in accredited institutions of higher education will increase some 260 percent. Observation of the graph reveals that both the Kansas City and St. Louis Metropolitan Area projected enrollments are increasing at a much faster rate than are those for the remainder of the State. This is a reflection of the general movement of the population toward urban centers within the State.

ESTIMATED AND PROJECTED NUMBER OF MISSOURI STUDENTS ATTENDING ACCREDITED COLLEGES AND UNIVERSITIES, FULL-TIME, 1952-1975, IN TERMS OF RESIDENTIAL DERIVATION OF THE STUDENTS



EXPLANATION

1. The total number of students in the State from 1950-1960 is based on enrollments in accredited colleges and universities in the State, assuming a balance of interstate migration. This may be high inasmuch as there is some evidence of slight net in-migration of students into the State to attend college.
2. The division of students among Kansas City, St.Louis, and the rest of the State is based on U.S Census data on the college-age population. This assumes that the proportion attending college from the three areas is the same. Although college attendance may be higher from the metropolitan areas, we have found no data in Missouri to substantiate this.
3. Projections assume a 1 percent yearly increase in students attending college -- from 26 percent in 1961 to 40 percent in 1975. Projections assume that the rate of increase will be the same in the three areas.

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Enrollment Projections for the Proposed Area Junior College District

The projection of college enrollments is, at best uncertain in view of the multitude of contingencies which may affect the number and proportion of students attending college and selecting various types of colleges. In general, in the next ten years, we can anticipate an increase of at least 1 percent yearly in students of college age attending a college full time, two and one-half times the 1960 college enrollment in the next ten years, three and one-half times the 1960 enrollment by 1975, and a continued increase in the proportion of students attending public rather than private colleges and universities.[1]

Since the demand for college education is not likely to be satisfied in the next few years (especially in metropolitan areas) the enrollment of an individual public-tuition college is likely to depend more upon the capacity of the college than upon the college-age or high school population base. Nevertheless, there is need for some rational basis for estimating the demand.

Several methods have been used to predict future junior college enrollments that might reasonably be expected. Probably the most valid method available is the application of a ratio between either numbers of seniors or enrollments in grades 9-12 and junior college enrollments to projected senior class or total high school enrollments.

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[1]This is in keeping with national projections for Missouri. See pamphlet entitled: "Future Enrollment in Missouri Colleges and Universities, 1965, 1970, and 1975," by Warren A. Peterson, November 15, 1960.

Experience has demonstrated that when public junior college programs are developed to meet a diversity of terminal technical and occupational needs, in addition to appropriate programs of pre-professional and university-parallel freshman and sophomore level general education offerings, it is reasonable to expect the full-time equated size of the junior college enrollment to approximate a fourth to a third of the enrollments in grades nine through twelve. Various factors influence this ratio, such as length of time the institution has been in existence, the number of part-time students attracted, the amount of tuition charged, the accessibility of other educational opportunities, density of population, philosophy of educational service held by staff and administration, scope of program and services, and previous post-high school and college attendance patterns. Estimates should consider experience of any junior colleges in or near the area being studied. It might be expected if full enrollment possibilities were realized through offerings adopted to serve the full diversity of educational needs of youth and adults for lower division collegiate level training and education, enrollments would more nearly approximate potential possibilities than typical experience of junior colleges in some regions.

During a three year period, the full-time equated freshman and sophomore enrollments in all Illinois junior colleges were found to be about 18 percent of enrollments in grades 9-12 within the district. For two recent consecutive years, the equated full-time enrollments of one Michigan community college with a diversified program, located in a large metropolitan area, was 32 percent of enrollments for grades 9-12

in the district high schools. Percentages in others ranged from 17 to 18.6 percent. These percentages coincide with experience in Kansas City as shown below.

In projecting enrollments for the proposed area junior college district, projections were based on projected numbers of high school graduates from public schools within the area. Methods of projecting senior class enrollments were based upon the application of survival ratios experienced over previous years to numbers of youth living in the area. This method takes into account all factors such as migration trends, death rates, school dropout rates, etc. Table 1 provides some background information for these projections.

In Table 1 are presented the number and percent of Kansas City Junior College enrollments for 1957 and 1962 according to area of residence and time of enrollment. It may be seen, for example, that in 1959-60 and 1960-61, there were 6,290 high school seniors in the Kansas City District and 4,385 in the Jackson-Clay suburban districts. In 1962, the 1,142 students from Kansas City school district graduating from junior college were 18.2 percent of the size of the senior classes for the previous two years. Likewise, the 310 junior college graduates from the suburban areas represented 7.1 percent of the senior class size for the previous two years. It can be observed that these percentages compare with 15.6 and 6.2 percents respectively for the spring of 1957. These increases reflect the increased proportion of high school graduates seeking education beyond high school. The remaining portion of Table 1 is to be interpreted likewise.

Table 1

NUMBER AND PERCENT OF JUNIOR COLLEGE STUDENTS FROM KANSAS CITY AND SUBURBAN MISSOURI PUBLIC HIGH SCHOOLS, 1957 AND 1962, IN RELATION TO SENIOR CLASS SIZE

Time of Enrollment	Public School Districts: Kansas City	Public School Districts: Jackson-Clay Suburban
Spring, 1962		
Number of high school seniors, 1959-60 and 1960-61	6,290	4,385
Number of junior college students having graduated from district		
Total	1,142	310
Day	710	188
Evening	432	122
Students from district as percent of previous two senior classes		
Total	18.2%	7.1%
Day	11.3%	4.3%
Evening	6.9%	2.8%
Spring, 1957		
Number of high school seniors, 1954-55 and 1955-56	5,425	1,960
Number of junior college students having graduated from district		
Total	846	121
Day	631	76
Evening	215	45
Students from district as percent of previous two senior classes		
Total	15.6%	6.2%
Day	11.6%	3.9%
Evening	4.0%	2.3%

These data showing percentage relationships for 1962 were used as a basis of projecting enrollments based on a continuation of present trends.

Presented in Table 2 are the high school derivations of Kansas City Junior College enrollments by day and evening enrollments. It can be observed, for example, that in 1962, of the total day enrollment, 52.1 percent had graduated from the Kansas City school district, whereas only 34.4 percent of evening students had graduated from that district. Between 1957 and 1962 there has been a decrease in the proportion of day students having graduated from the Kansas City district and a marked increase of those having attended a suburban high school. While there has been a small increase in proportion of evening students from the Kansas City school district, there have been substantial increases of evening students from suburban Kansas and Missouri high schools and a marked decrease from "other schools." These data were used in projecting enrollments on a part and full time basis.

Table 2

PERCENT DISTRIBUTION OF JUNIOR COLLEGE STUDENTS BY HIGH SCHOOL DERIVATION, SPRING SEMESTER, 1957, AND SPRING SEMESTER, 1962

Public School Districts	Total	Day	Evening
Spring, 1962			
Total	100.0%	100.0%	100.0%
Kansas City, Missouri	43.6	52.1	34.4
Suburban Missouri	11.8	13.8	9.7
Kansas City, Kansas, and Shawnee-Mission	9.7	9.0	10.4
Other Schools	34.9	25.1	45.5
Spring, 1957			
Total	100.0%	100.0%	100.0%
Kansas City, Missouri	48.9	62.7	29.7
Suburban Missouri	7.0	7.6	6.2
Kansas City, Kansas, and Shawnee-Mission	5.5	5.4	5.8
Other Schools	38.6	24.3	58.3

Table 3 contains junior college enrollment projections based on the assumptions of continuing present trends and other assumptions stated, and in Table 4 are found the projections which might more nearly be expected in the future. It is doubtful if present trends will prevail unless a conscious effort is made to maintain the status quo. For the projections, full time enrollments expected in the proposed area junior college district have been based on estimates of high school senior class size for the preceding two years. On the basis of assumptions specified in the tables, a total enrollment of between 5,000 and 6,700 might be expected in the proposed junior college by 1965-66, and a total enrollment of 6,600 to 11,000 by 1970. The total number of full-time students would range from 3,100 to 4,200 in 1965-66 and from 4,100 to 6,900 in 1970-71.

Again it should be emphasized that such projections are illustrative. Enrollments are likely to depend upon the capacity and, perhaps, the location of the college, the nature of the curriculum, and the availability of other public-tuition college facilities in the region. Experience has demonstrated that when a junior college acquires adequate and new facilities to include a campus site and parking facilities, adults and youth are immediately attracted in much higher proportions. It is reasonable to assume that enrollments may be expected to approximate if not exceed the upper limits of the ranges cited above.

Table 3

PROJECTION #1: ESTIMATE OF JUNIOR COLLEGE ENROLLMENTS, FIRST SEMESTER, 1965-66 AND 1970-71, BASED ON A CONTINUATION OF PRESENT TRENDS

	First Semester 1965-66	First Semester 1970-71
Projected number of high school seniors, prospective district, previous two years	15,400	20,400
Percent attending Junior College full-time[a]	15%	15%
Number from district full-time	2,300	3,100
Percent full-time added from outside district[b]	35%	35%
Number full-time students from outside district	800	1,100
Total number full-time students	3,100	4,100
Percent of part-time to full-time students[c]	60%	60%
Number part-time students	1,900	2,500
Total students, full- and part-time	5,000	6,600
Total students, full-time equivalent[d]	4,100	5,400

[a]This is slightly less than full-time students deriving from Kansas City high schools, as a percent of Kansas City district seniors in the previous two years. Although follow-up studies of Kansas City high school graduates indicate only 10 percent attending Junior College, the estimate based on Junior College students, 1961-62, was 16 percent. This is apparently due to students delaying in going to Junior College.

[b]Derived from a hypothetical 1961-62 Junior College enrollment assuming the same proportion from suburban Missouri districts as from the Kansas City district. With this assumption, the 1961-62 proportion from outside the prospective district would be 36 percent.

[c]In 1961-62, fall semester, part-time enrollments at Junior College were 64 percent of full-time enrollments.

[d]Based on 7.5 credit hours per part-time student. The actual average, 1961-62, was 7.75. Full-time equivalent is based on fifteen hours.

Table 4

PROJECTION #2: ESTIMATES OF JUNIOR COLLEGE ENROLLMENTS, FIRST SEMESTER, 1965-66 AND 1970-71, BASED ON 1% YEARLY INCREASE IN HIGH SCHOOL SENIORS ATTENDING JUNIOR COLLEGE[a]

	First Semester 1965-66	First Semester 1970-71
Projected number of high school seniors, prospective district, previous two years	15,400	20,400
Percent attending Junior College full-time	20%	25%
Number from district full-time	3,100	5,100
Percent full-time added from outside district	35%	35%
Number added from outside district	1,100	1,800
Total number full-time students	4,200	6,900
Percent of part-time to full-time students	60%	60%
Number of part-time students	2,500	4,100
Total students, full- and part-time	6,700	11,000
Total students, full-time equivalent	5,400	8,900

[a]The other assumptions involved in this projection are the same as those in Projection #1, Table 3.

The Projected Junior College Enrollment was also computed using the total grade 9 through 12 enrollment in the projected district as a base. Using 15 percent of this base to project the 1965-66 enrollment and 20 percent to project the 1970-71 enrollment the projected enrollment figures were virtually the same as those shown in this table.

When high school officials were asked what effect an expanded junior college would have on the number of their graduates continuing their education, most replied that, if the junior college was easily accessible with minimum tuition, approximately 20 percent of those not now attending a college would do so. If this is the case and an expanded junior college is established, the projections above are most likely too conservative.

CHAPTER II

JUNIOR COLLEGE PROGRAMS AND OBJECTIVES

Objectives and Types of Programs Appropriate to a Public Junior College

When discussing the programs and objectives of a junior college, it is first essential to understand what is meant by a "community junior college." In general terms, a community junior college is usually considered to be a free, or nominal-tuition, public two-year educational institution which attempts to meet at least the first two years of the post-high school educational needs of its local community. In meeting this obligation to the community the junior college is concerned with four main purposes:

(1) Preparation of the student for advanced study — the transfer student.

(2) Semi-professional, technical and other college level occupationally related education and guidance.

(3) General liberal arts education — a two-year terminal program.

(4) Adult education and community services.

The current trend in the American economy both permits and requires a larger proportion of the population to aspire to education beyond the high school level. In the Kansas City Metropolitan Area the shift from the relatively unskilled type of work to the more skilled and "white-collar" occupations is quite pronounced. While total employment for men in the metropolitan

area increased 6.9 percent from 1950 to 1960, "white-collar" occupations increased 21.5 percent. Significantly, the highest rate of increase was in those occupations requiring post-high school levels of education, the professional and technical occupations — an increase of about 44 percent. By contrast, "blue-collar" workers increased only 3.2 percent during this ten-year period or less than half the rate of increase in total employment. Of special interest to persons interested in the need for additional services that can be provided by an expanded junior college curriculum, the craftsmen, foremen, and operatives classifications of blue-collar occupations increased approximately 11 percent, while those engaged as laborers decreased 24.5 percent. The number of farmers in the metropolitan area decreased slightly more than 46 percent. Similar changes were reported for women. The number of women engaged in professional and technical occupations has increased 52.4 percent.

The importance of the shift in the nature of the work force from unskilled to skilled, professional, and technical occupations is further increased as employment prospects for the next ten years are projected. It has been estimated[1] that by 1970 the total work force in the United States will be approximately 87 million persons. Twenty-six million of these will be young people entering employment fields for the first time. This represents an increase of about 40 percent more than those entering the work

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[1]Simpson, Hoke S., Changing American Population, Institute of Life Insurance, New York, 1962, pp. 14-19.

force during the 1950's. These young workers will have more education, for 70 percent of the young people entering the work force will be high school graduates or better. It is also estimated that a far larger proportion of the labor force will consist of people under 25 years of age. Another significant change in the nature of the work force is indicated by the fact that a larger proportion of women will be entering the labor market. This is particularly true of women under age 25 and over 35 years.

By 1970 the job opportunities will increase fastest in those occupations requiring the greater amount of education and training. It is estimated that professional and technical occupations will increase by 40 percent nationally. Those occupied in skilled and sales occupations will increase approximately 25 percent. It is estimated that there will be no increase in the number of unskilled workers. Those occupied as farmers or farm laborers will actually decrease by an additional 18 to 20 percent. Thus, it can be seen from the 1950-1960 occupational trends and from the expected change in the nature of occupations between 1960 and 1970 that education, particularly education beyond high school, will have an ever-increasing influence on the employability of the young people entering the labor market.

Our nation was founded on the concept of the worth of the individual. It follows that every effort must be expended to help each person make the most of his abilities. Just as our original local school districts had to expand their services from the common or elementary level to include high schools, modern technology again demands that we, as citizens

consistent with the traditional values for which our country was founded, raise our sights and make additional educational opportunities available to all of the qualified youths of our community.

Knowledge should not be an end in itself but a means to a more abundant life and a stronger, freer social order. The serious social challenge is that of stimulating the able high school graduate to desire further education and to remove the financial and socio cultural barriers which now keep him from pursuing it. One of the greatest of these barriers is that of finance. Even with a liberal scholarship, expenses often cannot be met by large portions of our qualified students. Loans are available but many hesitate to obligate themselves to years of repayment after graduation. Where an adequate community college is available, many able young people are enabled to complete the first two years of college while living at home, thereby conserving funds.

In addition, the community junior college provides senior colleges with a steady supply of certified upper classmen who have proved that they can adequately perform college work. As many as one-half of the freshmen in senior colleges today withdraw before they reach the junior year. Thus it is that the transfer students from junior colleges help fill the vacancies in these upper classes. Moreover, the transfer student goes to the senior college assured of his aims and adjusted to college study. Those who leave the senior colleges as failures might have been assisted in a junior college in finding a more appropriate and complete two-year course. Thus it can be seen that junior colleges and senior colleges can

and should augment one another in meeting the needs for post-high school education in a community.

A junior college must be much more than a lower one-half of a senior college or university. It is true that it does duplicate the first two years of study, but it also welcomes other students who do not desire advanced degrees. It is designed to serve the whole population. Many able youths have abilities which are not traditionally valued by colleges. Either they are not attracted to college or they leave it because nothing in the curriculum seems to have value or meaning for them. If we could provide local opportunities for higher education at a minimal cost, with proper guidance in a course of study relevant to the demands of modern society, many more students would be encouraged to attend and complete a course of study which would better enable them to compete in the ever tightening labor market.

The admission policy of the community junior college should be to admit any high school graduate or any person over age 18 who seems capable of profiting by the instruction offered. It does not, of course, guarantee that every student will succeed. Its purpose is to make sure every person is directed into a course of study appropriate to the needs and interests of the student and allow him to succeed or fail by his own effort.

Many of the young people who most need further education are precisely the ones who cannot meet the restrictive admission standards of some four-year colleges. In increasing numbers, because of maturity

gained in military service, example of their peers, and rebuffs in the labor market, these young people are coming to realize their need for more education.

Courses of two-year duration or less, combining the development of skills required for entry into a locally important occupation with related knowledge and theory calculated to help the student's progress on the job, are of particular importance. Included are general education courses calculated to prepare all students to assume responsible roles as individuals, family members, and citizens.

So, the program of the community junior college should (1) include the first two years of college for those who plan to transfer to other colleges, and which must contain the quality and type of courses required by these institutions to enable the student to transfer without difficulty; (2) occupational courses based on a continuous study of the needs of local business and industry. Administrators need to ascertain annual employment and turnover in each field, pay scales, growth trends in the industry, training requirements, equipment needed to properly teach needed courses, extent of student interest, attitude of employers and workers towards the training program; (3) a good guidance program which will provide for the student adequate information about the nature and purpose of the various available curricula, about his own personal and educational qualities, and about employment opportunities, so that he can freely make his own choice. Particular care must be taken, while encouraging the students to continue their education at senior colleges, to convey to

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those not interested in further formal education, the idea that technical and terminal courses lead to valuable and needed services and occupations in the community.

The quality of teaching in a community junior college should be of the best available. Some of the factors contributing to the quality of junior college instruction:

> By law, the junior college requires teachers to be certified by the state, whereas in many universities, the lower division classes (first two years) are often taught by graduate students who may be largely preoccupied with their own degree program.
>
> Generally, the junior college classes are smaller, though increased enrollment may affect this somewhat, thus making it easier for new high school graduates to adjust to college demands.
>
> The courses of instruction are more flexible, thus contributing to the more adequate placement and adjustment of the junior college student upon graduation.

The past accomplishments of junior college transfer students in the upper division colleges has demonstrated that their preparation for further study has been on a par with those who attended a university.

Another important purpose of a community junior college is in the field of adult education. We are told that one out of every three adults is engaged in some kind of continuing education. The community junior college is in an excellent position to make a contribution in this area. It is located in the home community and has the staff and facilities to carry out a flexible, effective, educational program geared to the interest and needs of the community.

Adult education serves: (1) adults, with curiosity to know more about

their world, who enroll as leisure permits; (2) those who are motivated by advancing technology to bring occupational skills up to date, or to learn new ones for promotion; (3) mothers whose children are grown to high school age and who wish to renew skills or learn new ones, perhaps to re-enter the labor force to supplement the family income in order that their children can attend college; and (4) retired citizens freed of responsibilities, who desire additional education which provides them with an absorbing interest and keeps them alert, increasing their value to the community.

In summary, the following principles (as given by the Missouri State Department of Education) should be observed in carrying out the four main objectives of a junior college.

1. All persons showing ability and desire sufficient to indicate success should have an opportunity for education beyond the high school;

2. Post-high school opportunities should be brought within physical and financial reach of all youth willing and able to profit therefrom;

3. To train individuals for vocational and technical competency is a financial and social obligation equal to that of training for the professions;

4. Students enrolled in junior colleges are entitled to:

   a. Instruction from teachers equally as competent and well trained as those teaching in the first two years of approved four-year colleges;

   b. Liberal arts, preprofessional and general education curricula which meet their needs equally as well as those provided students enrolled in the first two years of approved four-year colleges;

4. (continued)

c. Terminal and vocational-technical curricula which meet their needs equally as well as those provided students in approved institutions particularly designed to provide such curricula;

d. School site and school plant facilities comparable to those experienced by students attending the first two years of approved four-year colleges;

e. Adequate library, laboratory and other equipment and services should be available;

f. Guidance, counseling and testing services of a personal, vocational and educational nature given by qualified and competent guidance personnel;

g. College "atmosphere" that is enhanced by appropriate extracurricular activities.

What are the objectives and programs of Kansas City Junior College?

Generally speaking, the objectives of the present Kansas City Junior College are commensurate with those mentioned above for junior colleges in general. The major emphasis of the present Junior College program is upon a curriculum appropriate for the transfer of its students to senior college institutions. The present quality of instruction at the Kansas City Junior College is quite admirable. Students transferring to senior colleges have been able to do so with a minimum of difficulty.

The objectives of the Kansas City Junior College, as listed in their 1962-63 catalog, are:

(1) To provide a program of general education in preparation for more enjoyable living and intelligent citizenship.

(2) To provide two years of college work acceptable for transfer to four-year colleges and universities and to professional schools.

(3) To provide two years of college work leading to a degree in programs of technical and specialized education correlated with the needs and the employment opportunities of the Kansas City metropolitan area.

(4) To enable adults to continue their education through part-time study.

The work of the Junior College is classified into three main divisions: Arts and Science, Engineering and Engineering Technology, and Business. All students must take six hours of English. Candidates for graduation must complete five or six hours of course work in American History, American Government, or Economics. The college offers these degrees: Associate in Arts, Associate in Science, Associate in Science and Engineering, Associate in Applied Science, and Associate in Business.

The greatest deficiencies seem to be: (1) classroom space is inadequate to accommodate the coming rush of students — in fact, it is inadequate for those now enrolled; (2) science laboratories and shops while well equipped are in short supply; (3) restricted curricular offerings in the special and technical fields; (4) the grounds are too restricted to develop sports and other outdoor activities; (5) library facilities are limited; (6) a student center is lacking; (7) parking space is at a premium even though a small new parking area for the faculty was opened in 1960 on the grounds recently acquired.

While the present Kansas City Junior College recognizes the need for and offers some special and technical courses, its major emphasis remains academic in nature. Admission policies to the Junior College remain quite liberal in spite of increasing pressures brought about by rapidly expanding

enrollment. As mentioned in the 1961-62 Revision of the Junior College chapter of the "McHenry Report," if the present Kansas City Junior College is to expand its services in the special and technical fields, its present facilities will also have to be expanded.

been the proportion of non-resident full and part-time students Junior College?

7 "McHenry Report," there has been considerable re-distribu he proportion of non-resident students attending the Kansas City Junior College. In 1957, 48.9 percent of the total enrollment graduated from high schools in the Kansas City, Missouri school district. According to the revision of the Junior College chapter of the "McHenry Report" in 1962, this proportion has now dropped to 43.6 percent. Among the day students, the decline was from 62 percent in 1957 to 52.1 percent in 1962. During this same period, the proportion of Junior College students who graduated from Kansas City suburban high schools in Missouri has risen from 7 to 11.8 percent. Since these suburban schools are now included in the proposed junior college school district, students deriving from these areas would not be considered "out-of-district" in planning future enrollment for the proposed district. During the 1962 spring semester, in addition to the 1,142 students from the Kansas City district and 310 from suburban high schools which may be included in the proposed area district, there were 1,167 who had graduated from other than public high schools included in the prospective district, including parochial schools in the Kansas City area. Kansas City Junior College enrolled only 43.6

percent of its total student body from the Kansas City school district; 56.4 percent were from other districts. The present college is currently an area college in terms of students served. Many of these out-of-district graduates are over age 21, and many are now residents of the district. This is especially true of the evening enrollments. Junior College enrollments from high schools outside the states of Missouri and Kansas constitute approximately the same proportion now (10.2%) as they did in 1957. However, students who have graduated from other high schools within Missouri and Kansas represent a much lower proportion of the total enrollment in 1962 than they did in 1957. The 381 students from other Missouri and Kansas high schools in 1962 constituted only 14.5 percent of the total Junior College enrollment compared to 21.2 percent from those schools enrolled in 1957. With variation in percent of increase, graduates from groups of schools that would be considered "outside" the proposed area district have been constituting larger proportions of the total enrollment.

In actual numbers, all of those categories mentioned have increased somewhat. Enrollment from the Kansas City, Missouri school district increased from 846 in 1957 to 1,142 in 1962. Those graduating from suburban high schools increased from 121 to 310 during this same period. Those who would be considered "out-of-district" for the proposed junior college, have increased from 96 to 253 from the Kansas suburban high schools; from 366 to 381 from other Missouri and Kansas high schools; and from 184 to 268 from high schools outside Missouri and Kansas. Junior College enrollment from parochial schools in the Kansas City area

increased from 107 in 1957 to 203 in 1962. It is presumed that the majority of these parochial school graduates would reside within the proposed Kansas City junior college district.

What are the educational intentions and occupational aspirations of Kansas City area high school seniors?

In the spring of 1961, Community Studies, Inc. instituted a survey of all of the high school seniors in Jackson County, Missouri. Among other questions asked of the seniors was their expected main activity after high school and their occupational aspirations, or in other words, what they planned to be doing when they were 25 to 30 years old. While it must be understood that these questions were answered while the students were still in high school, it is a good indication of their educational and occupational goals. These data indicate trends which would not be expected to differ significantly within the entire proposed district.

When the boys considered their expected main activity after high school, 59 percent of the Jackson County high school boy seniors indicated that they planned to attend a college. Another 8.3 percent indicated plans for attending specialized schools (such as mechanic schools, business schools, etc.). While 15.6 percent indicated they planned to go to work immediately after graduation, an additional 5.8 percent of the boys indicated that they would enter military service as soon as possible. About one in ten were undecided as to what they would be doing after graduation.

Girls reporting their main expected activity after high school

indicated that 48.6 percent expected to attend college; an additional 17.5 percent planned to attend a specialized school. Almost one in four planned to enter the labor market immediately. About one-half as many girls as boys were undecided as to what they wished to do after graduation. Only 3.4 percent of the girls indicated that they had plans — presumably marriage — other than those mentioned above.

To ascertain long range occupational aspirations, the high school seniors were asked, "What occupation would you like to have when you are 25 to 30 years old?" Obviously, any answers given by students still in high school, as to what they would be doing at age 25 to 30, are purely speculative. The principal value to those concerned with higher education is that it indicates areas of interest and goals for those seeking post-high school education. Well over one-half (65.3 percent) of the boys indicated that they would like to be professionals — teachers, engineers, etc. About one in ten indicated he would like to be an office manager or business proprietor. Only 2.5 percent indicated they would like to enter the clerical field, and about the same percent indicated an interest in sales work. Among "blue-collar" occupations, the craftsmen and foremen classification was by far the largest. About 15 percent of the boys indicated that they would like to have occupations in this category. Less than 2 percent of all the senior boys in Jackson County indicated that they would like to be laborers. Those indicating interest in farming and operatives categories also constituted less than 2 percent.

Naturally, the girls' occupational aspirations were somewhat different than those for boys. One out of every four girls indicated that she would like to be a full-time housewife by the time she was 25 to 30 years old. Only 43.5 percent of the girls indicated that they would like to be occupied as professionals, teachers, etc. While more girls indicated this category than any of the others, it is still quite a bit less than that indicated by the boys. Clerical occupations are also desired frequently by girls; 22.8 percent of the girls indicated that they would like to hold a clerical position by the time they were 25 or 30 years old. Most of the other categories indicated by the boys received very little consideration by the girls.

In terms of the occupational composition of the labor force in the nation and in the Kansas City Metropolitan Area, the relatively high percent of youth aspiring to a profession would indicate the need for superior realistic counseling and guidance services in both the secondary school and the junior college.

What proportion of high school graduates have continued their formal education?

With few exceptions the proportion of the high school graduates attending college has increased steadily over the past five years. The average proportion of high school seniors engaged in some form of formalized post-high school education has risen from approximately 41 percent in 1958 to something over 47 percent in 1962.[1] Among the high

[1]Generally speaking, these figures are for that portion of the high school graduating class attending college the following fall. This does not include graduates who delay entry into college for one or more years.

school districts included in the proposed junior college district, there is a considerable range in the proportion of the high school graduating class attending college. In 1962 the range is from a low of 37 percent at Hickman Mills to a high of 58 percent in the Center school district. The Hickman Mills proportion of high school graduates attending college represents a considerable drop over the previous year during which 45 percent of the graduating class attended college. In light of the increased suburbanization of the Hickman Mills area, it is quite probable that the proportion attending college will increase rapidly. The total percent of high school graduates actually attending college, 47 percent, is considerably less than the proportion of senior boys and girls who expressed intent to attend college after graduation (59 percent for boys and 49 percent for girls).

School attendance patterns of youth with ability high enough to predict success in college work and related factors affecting attendance have recently been studied.[1] Of all the seniors in the 1960 graduating class in Jackson County about 56 percent made a score above the 50th percentile on the Ohio State University Psychological Test — a test designed to determine the ability of the tested to succeed in college. Generally speaking, those scoring above the 50th percentile are considered likely to succeed in college and are generally referred to as "those with college ability."

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[1] McClellan, Leslie Jr., "Patterns of College Attendance and Non-Attendance by Jackson County High School Graduates of 1960." (Doctoral dissertation, University of Missouri, Columbia, Missouri), 1961.

Out of all the students with college ability, an average of 66 percent attended some form of post-high school educational institution. More of the boys (76 percent) than girls (55 percent) continued their education. Stated in reverse terms, 24 percent of the boys and 45 percent of the girls "with college ability" did not continue their education. Of those who do continue their education, three times as many girls as boys attend some type of trade school or other type of non-accredited institution. An average of three out of five of the students in college were attending public supported institutions. A little over one-half of the students were solely dependent on their parents to meet the expenses of attending college; three out of four college students relied on their parents to pay one-half or more of these college expenses. A larger proportion of students with both parents working attended college than those who had only one parent employed.

Of particular interest to those concerned with projecting future trends in college attendance is the fact that children of parents who have themselves attended college are more likely to send their children to college and to pay a larger portion of the expenses involved. Also, once one of the children in a family attends a college there is a greater chance that his brothers and sisters will also attend. It can therefore be seen that, with the "cultural breakthrough" which can be brought about by a true community college which enables and encourages more and more students to acquire a college education, the demand for higher education will involve wider and wider segments of our population. For the past decade the proportion of the college-age population has been increasing

at the rate of about one percent per year.

Of those with college ability not attending college, 61 percent indicated that there were financial factors in their decision not to attend. When those indicating lack of finances as a reason for non-attendance were asked if they planned to attend college later, 47 percent indicated that they would if they could afford it. It is significant to note that almost 20 percent more suburban students than Kansas City district students indicated that they would continue their education if the cost were low enough. Dr. McClellan concluded that "the lack of propinquity of an institution of higher education appeared to be a major factor in preventing academically talented youth from outside the Kansas City school district from attending college."[1]

What are the needs of industry and business in the area for technical and semi-professional workers?

> "The manager (of a Missouri Employment branch office) notes that employers hiring even freight handlers and stock boys prefer those with college education because they prefer to hire potential promotion material."
>
> "A junior college would be helpful for this industry."
>
> "Keen interest is shown in liberal arts backgrounds in those persons to be elevated to supervisory or managerial positions."
>
> "Junior college could be a step up to a better position."
>
> "We give preference to those with some college."
>
> These businesses are "very cooperative about arranging their schedules so that employees can continue their education; they are, indeed, urged to do so."

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[1] Ibid., p. 137.

The above statements and many more of similar nature were heard time and again by members of the survey committee who interviewed business and industry leaders in the proposed junior college district. From almost all the school districts participating in the study came remarks indicating that employers give preferential consideration to applicants who have either specific or generalized post-high school education. With the exception of the number of workers employed, there was striking similarity in the educational requirements desired by business and industry leaders in each of the high school districts. Generally speaking, there is an indicated need for courses of training in:

Accounting
Basic Engineering – all types
Public Speaking
Human Relations
Report and Letter Writing
Personnel Administration
Economics
Statistics
Motion and Time Study
Psychology
Salesmanship
Marketing
Secretarial
Purchasing
Computer Programming
Commercial Law
Personal Finance
Chemistry (Laboratory)
Graphic Arts
Hospital Laboratory Technician
Business Mathematics
Machine Accounting
Basic Science, for nurses
Office Machines
Income Tax Review

In addition to the areas of study listed above, a general two-year liberal arts education will also meet the requirements for many of those hired for management trainee positions.

Employment in the Kansas City Metropolitan Area is difficult to visualize by specific school districts. Because so many people work in areas quite different from those in which they live, any valid discussion of employment in the proposed junior college district must include the

entire metropolitan area. Opportunities for occupation, while possibly located in one area, affect all the residential areas in the entire district. In 1958, Mr. V. L. Pickens, Assistant Superintendent of Practical and Vocational Education for the Kansas City School District, conducted a survey entitled "Skilled and Technical Worker Survey" in which a sample of 480 firms in the Kansas City Metropolitan Area (Clay and Jackson counties in Missouri, Wyandotte and Johnson counties in Kansas) were contacted. A total of 811 different skilled and technical operations were found in the 480 firms. These were the occupations for which the employers felt there was need for training and that the schools might be of some service in that training. As a result of the survey, it was estimated that in 1958 there were 125,442 technical and skilled jobs in the Kansas City Metropolitan Area. These technical and skilled jobs represent approximately 39.5 percent of the total employment. Those in the skilled worker classes out-number technical workers about two and one-half to one.

It is interesting to note that the size of the firm interviewed made some difference in the type of qualifications looked for in their potential employees. Larger firms stressed general liberal arts education and communication skills much more than specific job skills. Conversely, smaller firms, firms with limited training programs, had a stronger tendency to emphasize specific job skills. Also mentioned in the report was the fact that top management was more concerned about general qualifications and that those more directly concerned with supervision of production were more concerned with specific job skills. Employers felt that

much more emphasis needed to be given in the areas of vocational guidance. They stressed a need for two-way communication of occupational information, both from the employer and the instructional institution.

Although the survey was made during a time of relatively high unemployment, there was an estimated shortage of over 2,000 skilled and technical workers in the area. Employers estimated there would be a need for over 16 percent more skilled and technical workers from 1958 to 1963. The Pickens report also indicated a replacement need of 45.7 percent of the skilled and technical workers by 1963. "This means that for every ten workers now employed (i.e., 1958), six more will be needed within five years for expansion and replacement. Five occupational families (assistants and attendants, medical and dental; electronic, radio, T.V. technician; mechanical engineering aide; foundry-pattern workers; and pictorial painters) all have estimated expansion and replacement needs for the next five years that exceeded their present size." Although this study is several years old, the trends predicted in 1958 have come to pass and are expected to extend well into the future.

As an example of the relationship between job applicants and types of employment openings available, Table 5 indicates that managerial and technical employment opportunities out-number job applicants. This is also true for clerical, sales, service, and skilled occupations. Semi-skilled and unskilled job applicants, however, far out-number the openings in these areas. The relatively low percents shown in Table 5 for the professional, managerial and technical occupational groups may reflect the

fact that in general, professionally trained people do not go to state employment offices. A relatively small number of either openings or job applications in this occupational area would be expected to appear in these records.

Table 5

JOB APPLICANTS AND OPENINGS FOR DIFFERENT OCCUPATIONAL GROUPS, JULY 1962

Occupational Groups	Percent Job Applicants	Openings
Professional, managerial, technical	3.7	5.9
Clerical, sales	24.6	43.4
Service	15.1	17.8
Skilled	7.6	10.0
Semi-skilled	26.8	13.2
Unskilled	22.2	9.7

Source: Missouri Division of Employment Security, Kansas City, Missouri and Kansas Area.

It was found that colleges were an important source of technicians but not particularly of skilled workers. Many industries promote attendance at night classes by their workers. The Pickens report concluded with lists of occupations requiring pre-employment training. This list is markedly similar to that recently recommended to committee members by the business and industry leaders in the various high school districts participating in the study. The Pickens report also indicates that a strong cooperation between educational institutions and business and industry is needed in the "up-grading" training of those currently employed. The implications deriving from both the Pickens report and the individual

reports by members of the junior college committee may best be summarized by the following statement from the "Skilled and Technical Worker Survey":

"The Greater Kansas City area has long been a distribution point for the surrounding trade area. The area is, however, rapidly becoming more industrial in nature. Industrialists, some educators, and civic and political leaders have been concerned for some time over the shortage of skilled and technical workers in the area. If we are to progress in the direction indicated, and if we wish to attract new industries to our area, we must be able to supply the trained manpower to care for such an industrial machine.

A. If vocational-technical education in Kansas City is to correspond with the distribution of the labor force and also meet the needs of employers, a much better understanding will have to exist between business and industry and the schools than we have at the present time. In order to achieve these goals, it will be imperative that students in our schools receive adequate, current and realistic occupational information. It will also be necessary to keep employers informed as to our training activities at all times and it will be necessary for school personnel to keep themselves informed as to current needs of business and industry . . .

B. Since both the minimum educational and minimum age requirements for entry workers in the skilled and technical areas are gradually rising it would imply that the pre-employment programs should probably be designed for the 11th, 12th, 13th, and 14th grade levels and that the improvement and up-grading programs should be aimed at the adult student."

What are the objectives of other institutions of higher education in the area?

Members of the Sub-committee on Program and Objectives contacted institutions of higher education in the Kansas City Metropolitan Area to ascertain the objectives of these institutions and to see to what extent an expanded junior college would provide overlapping services. Generally speaking, in the opinion of the college administrators interviewed, an expanded community college would provide few if any overlapping services, with the exception, naturally, of that portion of the junior college program which is a duplication of the first two years of college (for the transfer student). The opinion expressed by many of these administrators was that the increase in the size of the college-age population is going to be such that, with their present facilities and proposed expansion, the problem will be more one of being able to accommodate all of the students seeking enrollment.

William Jewell College is a Baptist liberal arts college. At the present time it is very near capacity and has no immediate plans or desires for expansion. According to the administrator interviewed, William Jewell has no interest in applied-professional or technical courses with the exception of the training of music and physical education teachers. He specifically stated that he did not foresee that an expanded community junior college would affect their enrollment. He further stated that "before long the increased number of college students will strain to the utmost all available sources of education."

College of St. Teresa, founded in 1940, is a self-supporting Catholic college offering some training in theology in addition to the usual liberal arts curriculum. Its present enrollment is approximately 350 students — about one-half of its present capacity. A new campus is under construction and it is estimated that by 1969 they will have a capacity of around 1,000 students. In addition to the regular full-time program, St. Teresa offers part-time, night school, and adult education courses. In all, 2,000 persons attended the College at some time during this past year. At the present time, 40 percent of the enrollment is non-Catholic. The administrators at St. Teresa feel that there could be some overlapping of services by an expanded junior college in the field of adult education.

National College is a Methodist-supported institution offering a liberal arts curriculum with strong emphasis on Christian teachings. It is a relatively new institution and at present is rather small. Because of its specialized emphasis (such as the training of missionaries) an expanded junior college would have little or no adverse effect on its enrollment.

Central Missouri State College Extension in Independence is the newest of the post-high school educational facilities in the Kansas City area. The Center opened a few years ago to provide night instruction and beginning in the fall of 1962, classes were started for both day and night students. It is an extension of the Central Missouri State College located in Warrensburg. According to members of the Citizens Committee on Promotion and Building, the long-range objective of the Extension Center

is to provide a four-year college of instruction at reasonable cost. (President Lovinger, however, has stated that in his opinion it is the long-range objective of the Center to never offer more than the first two years of collegiate instruction.)[1] Living expenses for the majority of the students attending the Extension will be less since they will be living at home. Further long-range plans include the addition of graduate training. At the present time only the first two years of college are being offered. In addition, education courses for teachers and adult education courses are offered in the evening. Particularly considering the long-range objectives, there should be very little duplication of services between the Warrensburg Extension and the expanded junior college with the exception of the community college's role in providing the first two years of college for students planning to transfer to senior colleges. At the present time those involved with the promotion of the Extension in Independence are apprehensive as to the effect of expanded junior college facilities on their enrollment. Some of this apprehension is undoubtedly due to the lack of understanding as to the four main purposes of a modern community college. Since one of the greatest needs in the Kansas City Metropolitan Area exists in the field of special and technical training, the expansion of the junior college services in this direction should involve few opportunities for duplication of services and facilities.

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[1] Interview with permission to quote, October 16, 1962. Hotel Muehlebach, Kansas City, Missouri.

Rockhurst College, a Catholic institution founded in 1910, offers essentially a four-year liberal arts program. It is a reasonably high-tuition ($20 per hour), expanding college. About 64 percent of the present enrollment of 900 full-time students is of the Catholic faith. It is felt that an expanded junior college would not seriously duplicate Rockhurst's services. In expressing the attitude of the administrators of Rockhurst College toward the proposed expansion of the present Kansas City Junior College, William F. Bartholome, Director of Public Relations, said: "Father Van Ackeren and I both feel that your Nine District Committee has a highly important function. College age population trends in our area and the current trends in state and federal legislation regarding Junior Colleges make your Committee's task more timely and appropriate."

The University of Kansas City, founded in 1929 and currently enrolling approximately 3,800 full and part-time students, is a private university offering four-year and graduate courses in a number of different fields. Dr. Carleton F. Scofield, Acting President, has said he recognizes the need for a broader program of post-high school education. He also recognizes that such a program, insofar as it implies a minimum of financial restriction for its students, will likely create keen competition for his relatively high-tuition university.

Concerning vocational education, specialized courses may be given as part of their regular program. Typically, they would be of an advanced nature. There are no plans to include broader, beginning-level courses

or courses aimed at learning a "trade." Most of the vocational guidance work is done for students of the University. There are no plans to enlarge the testing and counseling services to cover those who only may be interested in further education.

All course work offered is in coordination with the day-school curriculum. There are no special courses for adults. Those not pursuing a curriculum leading to a degree may attend classes on a "no credit" basis. The University does not see itself in any program shorter than the standard one which is presently designed for four years.

Park College is a liberal arts Presbyterian church-related co-educational college. Park College started a development campaign on July 1, 1962, which anticipates an increase in enrollment over the next ten years. Naturally any area expansion of the Junior College or undergraduate offerings could affect the number of students at existing institutions. However, Park College is a resident college with but few commuting students; an expanded Junior College should not have a great effect on enrollment. Also the academic calendar of three trimesters is by its nature different; it offers the student an opportunity to earn a bachelor of arts degree in 2 3/4 years.

Moreover the number of students who are interested in an expanded liberal arts education, leading directly to professional or advanced higher education, will be greater during the coming years. The aims of those attending resident colleges are somewhat different than those who are attending junior colleges. The final result of increase in facilities may

result in the strengthening of the curricula of liberal arts colleges for stronger degrees at all levels.

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CHAPTER III

LEGAL BASES, FINANCE, AND ORGANIZATION

Legal Bases

Legal and Regulatory Provisions. The 71st General Assembly of the State of Missouri in 1962 enacted an enabling statute to provide for the establishment of a junior college district in any two or more contiguous public school districts, whether in the same county or not. The law mandates that prior to the establishment of any such district the State Board of Education establish standards for the organization of such a district to include among other things (1) whether a junior college is needed in a proposed district, and (2) whether the local financial resources and enrollment prospects were adequate. Junior college districts were placed under the supervision of the State Board of Education. Among the duties enumerated for the State Board of Education is that they use the results of local studies in reviewing applications for approval and to establish and use the survey results to set up priorities.

It is required that the initiative to establish two-year colleges come from the area to be served.

The law provides that the boundaries of an area junior college district shall coincide with the boundaries of the contiguous school districts proposed to be included. To create such a district an election must be held within the proposed district at which time the qualified voters will vote on both the

proposal and on the election of trustees. A petition signed by at least five percent of the number of persons voting within each component common city, town, consolidated or reorganized school district in the proposed district at the last preceding school election in each school district at which a director was elected must be submitted to the State Board of Education. If the State Board approves the proposed action on the basis that it meets established standards, it shall order an election on the proposal.

Pursuant to enactment of the enabling law, the State Board of Educa- has established principles, regulations, and standards for the organization and accreditation of public junior colleges. In the organization of junior college districts, the following regulations have been established.

1. A survey of the proposed district, made prior to the submission of a petition to the State Board of Education, shall accompany the petition.
2. The results of the survey shall be used by the State Board of Education in reviewing applications for approval, and in establishing priorities for elections.
3. The survey must provide evidence of:
   a. Need for a junior college because of the lack of post-high school opportunities.
   b. A willingness and desire to provide a program of services suitable to the abilities and needs of junior college students
   c. Sufficient potential enrollment to justify the establishment and operation of a junior college.

3. (continued)

   d. Financial ability to provide a satisfactory site, adequate and desirable plant facilities, suitable equipment for the program to be offered and a competent and well trained administrator and instructional staff.

4. The petition for the formation of a junior college district, together with the survey results and other supporting information, must be submitted to the State Board of Education at least 90 days (about January 1, 1963) prior to the annual school election in April.

Financial Aspects

Introduction. In accordance with the regulatory requirements of the State Board of Education data are presented in this section of the report on financial resources and anticipated requirements in the proposed district. Two types of expenditures are required of a junior college. The first is funds necessary to operate the institution, (e.g., instructional salaries, administrative costs, etc.). The second requirement is for capital outlay expenditures necessary to acquire by purchase, lease, or gift site and building facilities and equipment.

Sources of Operating Funds. Funds used to operate a junior college may be derived from several sources, namely student tuition and fees, local property taxes, state aid, and in some cases Federal aid. Continuing and increasing attention is being given in the Federal government regarding Federal aid to junior colleges for both capital outlay and

operating funds for certain types of technical programs.

The principle of tuition support of institutions of higher learning has long been accepted, but since lack of finance constitutes a major obstacle to prevent youth from attending school, some states have made it illegal for public junior colleges to charge tuition. All Missouri public junior colleges charge a minimum of tuition or fees. The average amount charged for tuition and fees of resident students in public junior colleges of the Great Lakes and Plaines states was $118 during 1961-62. A difference between average tuition and fees for residents and non-residents in public institutions was $220 for this area.

Kansas City Junior College is currently charging resident students $120 local fees. The board of trustees shall, with approval by the State Board of Education of the per capita cost of instruction as determined by the trustees, require all non-residents who are accepted to pay a tuition fee in such sum as may be necessary to defray the cost of instruction. The board of trustees may charge resident students, taking into consideration other funds as may be available, such amounts as it deems necessary to maintain the instructional services.

The junior college district is entitled by law to receive from state funds appropriated by the General Assembly for the purpose, the sum of two hundred ($200.00) dollars for each equated full time student completing a year's college work. This is based on each thirty semester hours of college credit completed by all students during the year July 1 to June 30, annually.

Although no Federal funds are reported currently among operating expenditures of Kansas City Junior College various junior colleges have received about $50 per student annually or about 8 percent of the per student operating costs. This would have amounted to approximately $11,000 for the Kansas City Junior College during the 1961-62 school year. With increasing Federal interest it is likely additional funds will become available from that source.

Projected Operating Expenditures. The per capita gross operating expenditure of Kansas City Junior College for 1961-62 was $545. Depending on the scope of curriculum and location, the average annual per capita operating expenditure of junior colleges in Midwest metropolitan areas is found to range upwards from this amount to approximately $600 per student. An estimate of total costs, exclusive of capital outlay expenditures, can be made by multiplying the amount of gross per capita operating cost by the projected number of students. Both liberal and conservative projections have been made of enrollments and total assessed valuations expected within the proposed district. These are shown in Table 6. Enrollments are full time student equivalents. In 1970-71 there are 11,000 full and part-time students expected to attend but only 8,900 full-time equivalents.

The average annual change in the assessed valuation of all districts in the proposed junior college district was an increase of 4.6 percent for each of the years 1949-50 to 1961-62 inclusive. For each of the five years 1957-58 to 1961-62 inclusive, it was 3.3 percent. Since during the early

part of the former period there were rapid industrial developments which caused valuations to increase sharply in some districts and thus have the effect of raising the rate of change, it was felt that the rate of change during the last five years might more nearly be approximated during the foreseeable future.

Table 6

PROJECTED ENROLLMENTS AND ASSESSED VALUATIONS

Year	Projected Number of Students Equated Full Time		Projected Assessed Valuation	
	Liberal[a]	Conservative[b]	Liberal[a]	Conservative[b]
1961-62 (actual)	1,350		$1,164,851,000	
1965-66	5,400	4,100	$1,377,903,000	$1,326,392,000
1970-71	8,900	5,400	1,800,689,000	1,560,175,000

[a]Assumes an average annual increase in percent of high school graduates attending college. Assessed valuation based on projection of each individual school district according to average annual rate of change during the previous five-year period.

[b]Assumes that present proportion of high school graduates will attend college. Assumes that assessed valuation will continue to increase at the previous five-year average annual rate of 3.3 percent throughout the entire district.

Liberal projections of assessed valuations were based on the assumption that the assessed valuation for the entire area would increase annually at the rate of 3.3 percent, the average annual rate during the previous five-year period. The average annual rate of change in assessed valuation in each district within the area over the previous five-year period was

determined. Projections were then made for each district separately based on the rate of change pertinent to each given district then added to obtain a total assessed valuation projection for the entire area. These totals constiture the liberal assessed valuation projections shown in Table 6.

If tuition and fees were to remain $120 per full-time student and state aid payment $200, the local district would be required to raise from $225 to $280 per full-time student equivalent, depending on whether the per capita operating cost remained at the $545 level or approximated the $600 level.

For comparative purposes the operating levy required to operate the Kansas City Junior College during the 1961-62 school year can be computed for both the existing and the proposed junior college district. For the proposed district, assuming that out-of-district students pay their own way, the operating cost for within-district students can be computed by multiplying the number of Missouri full-time equivalent students (1,350) by the per student operating cost ($545). This gives an operating cost of $735,750, from which $278,000 in state aid and $253,800 in collected tuition and fees can be deducted as income. This leaves a balance of $204,000 to be covered by the operating levy. By dividing this balance by the 1961-62 assessed valuation of the proposed district ($1,164,852) it can be determined that an operating levy of less than 1.8 cents per $100 assessed valuation would have been required. The operating levy <u>actually</u> required from the present school district to cover the balance of the operating cost not paid by state aid and fees from the students during the 1961-62 school year was a little more than 2.3 cents per $100 assessed valuation. If in 1970-71 conservative

enrollment projections prevail and liberal assessed valuation estimates materialize, the operating levy of 17.2 cents would be required for Kansas City district to operate a community college, whereas, a levy of only 8.3 cents would be required in the proposed district for operation.

With estimates of student enrollments and assessed valuations available, it is possible to estimate the total local tax effort necessary under various conditions for the operation of an area junior college. Shown in Table 7 are the estimated local levies which would be required under various sets of circumstances.

It can be observed that if per capita operating expenditures remain the same as for 1961-62 in Kansas City Junior College and both liberal enrollment and assessed valuation projections prevailed in 1965-66, and the state aid and student tuition and fees remained at $200 and $120 respectively, a levy of 8.8 cents per $100 assessed valuation would be required in the proposed district. Likewise, in section B of Table 7, one can ascertain that if conservative enrollment and assessed valuations obtained in 1965-66 and other conditions were identical, the levy required would be 7.0 cents. In section C of Table 7 are found the anticipated local tax levy requirements that might be expected if an average annual increment occurs in proportions of high school graduates enrolling and the increase in assessed valuation follows the rate of the last five years for each district. By 1970-71, a levy of 15.9 cents might be needed if the per capita expenditure approximates $600. The remainder of Table 7 is to be interpreted likewise. All estimates assume non-Missourians will pay their own way and that out-of-

district students will pay non-resident tuition to equal the local tax contribution made for resident students plus the amount of tuition and fees regularly paid by resident students.

Table 7

ESTIMATED OPERATING LEVY REQUIRED[a]

(Cents per $100 assessed valuation)

Year	Per capita Expenditure Level $545	Per capita Expenditure Level $600	Per capita Expenditure Level $545	Per capita Expenditure Level $600
	A. Liberal Enrollments and Liberal Assessed Valuation		B. Conservative Enrollments and Conservative Assessed Valuation	
1965-66	8.8*	10.9	7.0	8.6
1970-71	11.1	13.8	7.8	9.6
	C. Liberal Enrollment and Conservative Assessed Valuation		D. Conservative Enrollments and Liberal Assessed Valuation	
1965-66	9.2	11.3	6.7	8.3
1970-71	12.8	15.9	6.7	8.3

[a] A levy of one cent per $100 assessed valuation would realize $100,000 for a total assessed valuation of one billion dollars.

*These figures differ from those appearing in the tentative report based on a recalculation due to an error discovered in the original calculation. It will be noted that these figures based on a per capita expenditure level of $545 are slightly lower than the ones appearing in the tentative report.

From observation of Table 7, it would appear that under conditions of conservative enrollment projections and either a liberal or conservative assessed valuation projection, a junior college district encompassing the area studies would require less than a 10 cent tax rate for operational purposes. However, if liberal enrollment projections obtain, as they might be

expected to do under conditions of an area junior college district arrangement, with either a liberal or conservative assessed valuation projection a levy up to 15 cents would seem necessary for operating purposes by 1970. It should be pointed out that the amount actually necessary would probably be less than this amount during the intervening years.

Capital Outlay Needs. Expenditures necessary for building, site, and equipment purposes depend upon numerous variables such as the size and location of site, possible availability of existing buildings which lend themselves to renovation or rehabilitation as instructional facilities, number of attendance centers maintained, etc., to serve the area adequately. In planning new facilities two types of major expenditures are required. One is for acquisition of land, and the other for building construction and equipment. The purchase price of land on a square foot or acre basis varies so greatly from one location to another so as to make meaningless any estimates for this purpose without identification of specific site locations, a problem beyond the scope of this survey. The possibilities of acquiring sites for educational purposes as part of a Federally supported urban redevelopment plan at a very reasonable cost in areas of high land costs should be explored. Cost of land would vary according to whether there was one or more campus sites developed.

Estimates of building construction and equipment costs of new facilities can be acquired from experience in providing educational type building construction. Although the number of square feet per student will vary within a building depending on the purpose for which the space

is used, assuming a comprehensive type curriculum, the average per capita square foot requirement will approximate a minimum of 140 square feet per full-time student. This is the actual number of square feet provided in many new buildings for high school and junior college purposes. Some have more. The square foot expenditure for construction and equipment will approximate seventeen dollars ($17.00) per square foot. If conservative enrollment estimates materialize by the years 1970-71, facilities would be needed for 5,400 full-time students, and if liberal estimates were approximated, facilities would need to be provided for that number by 1965-66. At the rate of seventeen dollars per square foot with 140 square feet for each of 5,400 students, an estimated $12,852,000 would be necessary to construct and equip new facilities. If liberal enrollment estimates of 8,900 students were to materialize by the years 1970-71, an additional $8,000,000 would be needed for construction and equipment purposes. These calculations are in accord with recent high school building construction experiences in the Kansas City Metropolitan Area. One district for example, recently expended $4,944,000 for a high school building to accommodate 2,000 students. The basis for these estimates have been checked with both Kansas City area architects and school officials. Building facilities would in all probability not be constructed all at one time. Rather, they would be provided over a period of time according to a master plan devised to accommodate the needs as they arose. Costs could be spread over a long period of time through a bond issue for the purpose.

If $12,800,000 were to be amortized over a twenty-year period at an

interest of 3 1/2 percent, the annual payment of principal and interest would be $889,080. Based on the current assessed valuation of the area contained in the study, exclusive of Parkville, this would require a tax levy of 7.6 cents per one hundred dollars assessed valuation. Based on assessed valuations estimated for 1965-66 as the tax base, a tax levy of less than 7 cents would be necessary.

Organization

Alternative Organizational Plans. It must be generally recognized that there are several ways in which the junior college needs of the Kansas City Metropolitan Area could be met. The first, of course, is to maintain the status quo and not enlarge the service district at all. Under this arrangement, the students deriving from outside the district would continue to pay the out-of-district fee as long as there were physical facilities to accommodate them and courses offered which would meet their needs. Under this system the school administration, naturally, must first endeavor to meet the needs of those students from their own school district.

There are a number of disadvantages to this arrangement. For one thing, considering the changing nature of the population in the present junior college district it may become increasingly difficult to maintain the high academic standards similar to those for which the Kansas City Junior College is so well known. In addition, the people of the Kansas City school district would be put in the position of using sizable portions of their available bonding capacity and tax monies to build facilities for

students who do not live within their district if they are to continue to serve out-of-district youth and adults.

There are other disadvantages from the viewpoint of those not now living in the Junior College district. There can be no assurance, under present arrangements, that, due to space limitations, all qualified out-of-district students that apply will be able to enter the Junior College. Those living outside the present district would have no voice in matters concerning the quality of instruction offered, the nature of the courses offered, or the cost of attendance. In addition, there would undoubtedly be a considerable number of the youth living outside the district who, for financial reasons, would not attend any college. The resultant losses in taxable income, coupled with the added financial burden of greater welfare and police expenditures resulting from an undertrained work force would be greater. Lack of school attendance due to inaccessibility or high tuition charges represents a waste of vital resources that the Kansas City Metropolitan Area, like others, cannot long afford.

Another alternative organizational plan could be one involving more than one school district. Two types of such organization suggest themselves more readily. The first such organization would be for the Kansas City Junior College district to remain as it is; for the suburban areas in Jackson County to form another junior college district; and for those areas north of the river to form yet a third district. The other obvious similar organization would be for all of the interested areas in Jackson County to form one school district while those north of the river would form a second.

In general, these two plans share many of the same advantages and disadvantages. For instance, each area would then have a greater degree of local control. Each of the areas would have an attendance center in their own district. However, certain disadvantages derive from both plans. It is quite obvious that with two, or especially with three, separate school districts there would be an unavoidably wasteful duplication of services for the students, not to mention duplications in staff, administrative cost, and building and equipment facilities. Another disadvantage would be the potential loss in specialized programs because, in all likelihood, certain specialized courses would be concentrated in different attendance centers. Under the multiple school district system, those from one district would not be able to avail themselves of the specialized courses offered in the attendance center of a neighboring district. An additional disadvantage to the multiple school district plan would be the loss of the advantages to be gained by having a large and broad tax base. While either of these multiple district plans would be preferable over the status quo arrangement mentioned above, the disadvantages to such plans are such that, if service to the college-age population and the economic growth and well-being of the area is our goal, we must consider yet another alternative plan.

There are many reasons why a large, unified junior college district organizational plan would be preferable over those previously mentioned. However, there are at least two possibilities of organization under this plan. The first of these alternatives could be that of having a single

attendance center for the entire district — a "super campus." This type of organization would be the ultimate in the avoidance of duplication of services, staff, and other facilities, and would allow full availability to all students to any of the specialized courses offered in the district. It has the obvious disadvantage that, if the population continues to redistribute itself throughout the metropolitan area as it has in the past ten to twenty years, it might become difficult or inconvenient for a single attendance center to adequately serve the district.

In light of the current population trends there seems to be an organizational plan which more logically might fit the needs of the proposed junior college district. When establishing the first high school facilities in a public school district, usually a single high school is established in a central location. Later additional attendance centers are located where the need develops. Similarly, the expanded junior college district in establishing its first attendance center should in all probability locate this initial attendance center in a central location. As the population continues to grow, additional attendance centers should be established. The number and location of these centers would naturally depend on the number and location of the college-age population. At the present time, it appears that one such additional attendance center to serve Clay and Platte counties will be needed in that portion of the proposed district north of the Missouri River. It is possible that an additional attendance center might be necessary in the southern or southeastern portions of the district, depending somewhat on the location of the central campus. Another alternative location for

an additional attendance center, again depending on the location of the central campus, might be in Independence.

CHAPTER IV

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

In this chapter are presented the major findings of the study along with conclusions which seem warranted by the facts. In addition, included are some recommendations about which there was agreement.

Summary and Conclusions. Following are summarized the major findings and conclusions of the survey:

Economic and Population Characteristics

1. Industry and business supporting the economy of the Kansas City Metropolitan Area is favorably diversified such as to provide a financial stability not subject to quick radical change.

2. Total employment, with a marked increase among women workers, has continued to rise during the past decade.

3. Over nine of every ten employed persons, with 81 percent being wage and salary workers, work somewhere within the metropolitan area; 30 percent are in manufacturing and construction and 23 percent in wholesale or retail commercial activities.

4. A relatively high proportion of the labor force is engaged in professional types of work as might be expected in view of the character of the industry.

5. While the rate of residential construction has recently declined, heavy construction of highways, office and other commercial buildings and establishments is progressing at a high level.

6. Due to inward migration of population from the more rural areas of Missouri, Kansas, and other Midwest neighboring states, total population has continued to increase.

7. The proportion of non-whites in the area population has not changed in a decade from one in ten, but about three of every ten persons in Kansas City school district are now non-white. Very few residents are foreign born.

8. Trends in population shift and redistribution indicate a residential movement outward from the core of the city to the suburbs. The proportion of youth under age 20 is greatest in the suburban areas, while young adults age 20-24 and beginning their careers concentrate in the core area of the city as do persons over age 65.

9. State population trends indicate a continued migration of youth aged 18 to 21 into the Kansas City area from the non-metropolitan interior sections of Missouri.

10. Population redistribution trends are reflected in the relocation of youth to be educated. Whereas, in 1961-62 56 percent of all seniors in the area studied resided in the Kansas City school district, by 1970-71, the district will contain only 32 percent of all seniors in the area.

11. Projections based on numbers of children now in the area, and assuming a continuation of past trends, indicate by the year 1970-71, the number of high school seniors in the proposed junior college district will nearly double over the number in 1961-62. By 1975, the number of college-age youth age 18-21 is expected to increase 119 percent.

Educational Characteristics

12. Evidence from trends over more than a half century in the area indicates that, as increasing need developed for a more extensive and equal educational experience compatible with needs of the times, reorganization of the public educational system has occurred to provide larger units of organization and broader tax bases.

13. The establishment of Kansas City Junior College in 1915, 13 years after the first public one in the United States at Joliet, Illinois evinces unusual sensitivity of early area residents to the value of education as a type of social and financial investment in the future. A concommitant return may be found today in the many cultural facilities available throughout the area.

14. The enrollment of greater Kansas City youth in college doubled between 1952 and 1960. By 1970, the number is expected to increase 144 percent; by 1975 up to 260 percent of the 1960 total.

15. Junior college enrollments of between 5,000 and 6,700 might reasonably be expected by 1965-66 in a junior college organized on an area basis or otherwise made accessible to youth of the area; while by 1970, a total enrollment of between 6,600 to 11,000 could be expected. If adequate new facilities to include a campus site and parking spaces are provided, enrollments might be expected to exceed the upper limits of projections.

16. During the past five years, there has been a decrease in proportion of day students in Kansas City Junior College having graduated from the Kansas City school district and a marked increase of those having attended a suburban high school.

17. Substantial increases of evening students from suburban Kansas and Missouri high schools has accompanied a small increase in proportion of evening students from the Kansas City school district.

Educational Programs, Objectives, and Needs

18. Trends indicate that during the next decade, education beyond high school will have an ever increasing influence on the employability of young people entering the labor market. Higher education is no longer a luxury.

19. There is a pronounced occupational shift in the Kansas City Metropolitan Area from the relatively unskilled type of work to the more skilled and "white collar" occupations. The highest rate of increase has been in those occupations requiring post-high school levels of education — an increase of 44 percent.

20. An area with a relatively high proportion of professional workers (16 percent) would expect the need for employees who are trained for the semi-professions (medical technicians, dental technicians, engineering aides, etc.) to be much greater than is typical otherwise.

21. Employers predict an increasing demand in years ahead for skilled and technically trained employees.

22. Area employers are receptive to preferential employment of junior college graduates and have expressed need for technical level trained employees in a number of fields.

23. Two-thirds of the boys and two-fifths of the girls indicated an aspiration to enter professional work. Only about 16 percent of the labor force will be engaged in professional work by 1970. The high proportion of youth aspiring to professional work would seem to indicate the need for realistic reassessment and realignment of occupational choice among some of these seniors. Such a condition implies the need for continued guidance, and counseling services.

24. Youth from homes where parents have higher levels of education were found to attend college with greater frequency than youth of homes where parents' education level is lower.

25. Residents of suburban areas have higher levels of education, more children, higher income levels, and lower unemployment rates than those in the central area of the city.

26. Average proportions of high school graduates attending some type of post-high school institution have risen during the last five years within the area. Percents vary among high schools from 37 to 58 percent of the graduates.

27. While 59 and 49 percents of the 1961 senior boys and girls respectively expressed intent to continue in school, 47 percent actually attended.

28. About a fifth of the boys and nearly half the girls in Jackson County with college level ability as measured by standardized tests in 1960 were found not to have continued their education after high school graduation.

29. Of youth with college ability not attending college, 61 percent indicated lack of finances as reason for non-attendance.

30. Almost 20 percent more suburban than Kansas City school district students with college level ability but in non-attendance indicated they would continue if the cost were low enough.

31. Over half the graduates attending college depended solely on parents to defray expenses; while three-fourths relied on parents to pay one-half or more of the expenses.

Availability of Higher Education

32. Lack of equally accessible educational opportunities appears to be a major factor in preventing many academically talented youths from outside the Kansas City school district from attending college.

33. Restrictive admission standards and higher tuition rates of many four-year colleges prevent many young people who most need further education from obtaining it.

34. At a time when population is being redistributed throughout the suburban metropolitan area away from the core Kansas City school district area, when aggregate numbers of youth to be served will about double, when shifting occupational patterns require higher levels of job-pre-entry education of appropriate types; equal, expanded, and additional educational opportunities for the entire area would seem highly desirable.

35. Four major purposes of a community junior college were found to be:

a. Education for Transfer — preprofessional work and preparation of the student for advanced study leading to a four-year degree.

b. Occupational Education — semi-professional, technical, and other college level occupationally related education and guidance.

c. General Cultural Education — a two-year terminal program for those who wish to "round out" their general education, who do not desire occupational specialization, and who do not plan to transfer.

d. Community services including adult education.

36. While the objectives of Kansas City Junior College were found to be commensurate with those advocated for junior colleges in general, the major emphasis has been and is upon a high quality program of instruction for students who wish to transfer to the junior year of a four-year college, although it recognizes the need for and offers some special and technical courses.

37. The present Junior College building is very crowded. The building was originally designed to accommodate 1,400 students. With architectural changes it has been able to provide minimal accommodations for the 1,730 day students, but has had to expand into a nearby high school building to accommodate the 1,950 evening students.

38. There are five non-public church related colleges and one private university in the Kansas City area. The curricula are primarily liberal arts, and tuition rates are high enough to eliminate many youth from attending. In the opinions of administrators, with possibly the exception of Kansas City University itself concerned with competition relative to their necessarily higher tuition rates, an expanded junior college would provide few, if any, competitive services.

39. Central Missouri State College Extension Center in Independence, while an extension of a public school, claims no use of public money for operating expenses and therefore is dependent entirely on student tuition fees. It is the newest higher education facility in the area, providing regular traditional lower division college work in that portion of the total area. It does not serve the other three purposes for which an area community junior college would be designed.

Legal and Finance

40. Adequate legal provisions exist for creating an area junior college district pursuant to a survey of conditions and submission of a petition to the State Board of Education and subsequent vote of the qualified electors.

41. Under present conditions of state aid and student tuition and fees, it would appear that if enrollments realized were on the conservative order, an area junior college could be operated in the foreseeable future on less than a 10 cent local tax levy.

42. Under the same conditions, if liberal enrollment predictions are realized and assessed valuations follow conservative trends, up to 15 cents would seem necessary by 1970 to operate the program.

43. The actual levy requirements necessary to pay that portion of the operating expenses in the Kansas City district during 1961-62 which were not covered by state aid and student fees was 2.3 cents per $100 assessed valuation. The proposed school district could have operated for the same number of students with a levy of 1.8 cents.

44. Increases in the levy requirements by 1965 and 1970 are due to the fact that the number of students is increasing at a faster rate than the rate of increase in the assessed valuation. The rate of increased levy requirements would be about the same for either the existing or the proposed junior college district.

45. The operating levy requirements, based on any combination of conservative or liberal assessed valuation or enrollment estimates, would be less in a Greater Metropolitan Area Junior College District for all years than it would be for the Kansas City School District Junior College accommodating the expected number of junior college students.

46. Increasing proportions of greater Kansas City area students will be required to pay non-resident tuition fees at Kansas City Junior College under current arrangements.

47. The area of the proposed junior college district with a present 1962 assessed valuation of $1,164,851,000 and an anticipated valuation of at least $1,560,175,000 for 1970-71 would seem capable of amortizing a bonded indebtedness necessary for adequate capital outlay purposes without undue burden or difficulty.

Organization

48. Junior college services for the entire metropolitan area can be organized in one of several ways.

a. Let Kansas City school district maintain the present junior college with its predominent academic emphasis and limit enrollments to non-residents according to its ability to first serve the number of its residents. By maintaining the status quo, other students who could afford it could go elsewhere; many others could not continue for lack of money and opportunity.

b. The Kansas City Junior College could remain as it is, while the suburban areas of Jackson County and the areas north of the river could each form a junior college district of their own.

c. The total area of Jackson County could form one district and the areas north of the river could form a second district of their own.

d. The entire area could form one large area junior college district with a single large "super campus" located such as to serve the entire area.

e. The entire area could form one large area junior college district, one attendance center located centrally to transportation routes with other attendance centers being developed on schedule according to a system master plan in other parts of the area as population redistribution and growth demanded, such as in the area north of the river and in the southern-southeastern areas.

Recommendations. The following recommendations are respectfully submitted as a guide to the action of the respective boards of education on the advisability of the establishment of an area junior college.

1. Equal educational opportunities for post-high school programs of education, training, and services be made accessible to residents of the entire Kansas City, Missouri, metropolitan area at a cost to the student which might be afforded by most, if not all.

2. The conversion of the present Junior College into a community college which would provide opportunities throughout the metropolitan area for college level education to be broadened to encompass a greater diversity of technical, semi-professional, and other occupationally related programs than are presently available.

3. Action be taken immediately to insure that youth of the entire metropolitan area will not be denied post-high school opportunities for education either through geographic restrictive admissions policies necessitated by Kansas City Junior College space limitations or through restrictive tuition charges or unavailability of appropriate types of programs.

4. An area junior college district be organized as a means of providing junior college services to the area without unnecessary uneconomical duplication of facilities, with a total local tax base large enough to support a diversity of programs to serve the needs of the area in well rounded fashion, and with programs equally available and accessible on an equitable basis to all residents.

5. A centrally located attendance center be maintained adequate to accommodate immediate needs while plans for the location of one or more attendance centers are evolved by the new Board of Trustees on the basis of further study with due consideration for long range developments and trends sociologically affecting the area.

6. Should these recommendations be accepted by the respective boards of education in the districts concerned, such acceptance be evidenced by formal board resolution to that effect and with a further resolution to cooperate in establishing an area action and information citizens committee to work for a favorable vote on the proposal when it comes up for consideration by the qualified electorate of the area.